

Message Text

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S E C R E T ANKARA 3330

EXDIS HANDLE AS NODIS

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TAGS: PGOV, PEPR, CY, TU
SUBJECT: CYPRUS NEGOTIATIONS

REF: A) ANKARA 3328, B) ANKARA 3327, C) ANKARA 3329

1. AFTER DISCUSSION WITH FOREIGN MINISTER OKCUN OF PAPER TRANSMITTED REFTEL C, I GAVE HIM A COPY OF DRAFT STATEMENT TRANSMITTED REFTEL B AS AN EXAMPLE OF ANOTHER APPROACH, NOTING IT WAS A PURELY PERSONAL EFFORT. HOWEVER, I THOUGHT IT WOULD BE DIFFICULT, IN VIEW OF THE VERY LIMITED AND NON-SPECIFIC STATEMENTS OF FLEXIBILITY INCORPORATED IN PAPER HE HAD JUST GIVEN ME, TO AVOID BEING CLEARER DURING CONGRESSIONAL HEARINGS ABOUT OUR POSITION ON THE SUBSTANCE OF THE ISSUES WHICH WOULD HAVE TO BE NEGOTIATED AS REGARDS CYPRUS.
2. OKCUN READ THE PAPER AND SAID THAT HE HAD A FUNDAMENTAL OBJECTION. THIS APPROACH INJECTED THE UNITED STATES INTO THE SUBSTANCE OF THE MATTERS UNDER DISPUTE, WHILE HE FELT THE PROPER COURSE WAS TO LEAVE THESE ISSUES TO THE TWO PARTIES. AFTER SOME DISCUSSION BACK AND FORTH, I TRIED TO MOLLIFY SOME OF HIS OBJECTIONS WITH SOME OFF-THE-CUFF REVISIONS. ALTHOUGH HE BY NO MEANS INDICATED HIS AGREEMENT TO THE APPROACH EMBODIED

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IN THE PAPER, I BELIEVE THAT IF THE INDICATED PARAGRAPHS IN THE DRAFT TRANSMITTED REFTEL B WERE REVISED AS FOLLOWS, WE COULD AVOID MAJOR DIFFICULTIES WITH THE TURKS:

A) REVISE PARA 5 AS FOLLOWS: "ON SUBSTANCE, WE BELIEVE PROGRESS IS POSSIBLE IN ALL KEY AREAS. WE SUPPORT THE ESTABLISHMENT OF A FEDERAL FRAMEWORK WHICH PROVIDES SECURITY FOR THE INDIVIDUAL COMMUNITIES THROUGH A SUBSTANTIAL DEGREE OF

INTERNAL SELF-GOVERNMENT. IN THE 1960'S PARTICULARLY THE TURKISH COMMUNITY WAS SUBJECT TO TERROR AND DISCRIMINATION; BUT BOTH SIDES HAVE BEEN WRONGED. AT THE SAME TIME WE AGREE THERE MUST BE A VIABLE CENTRAL GOVERNMENT WITH AN ADEQUATE MEASURE OF AUTHORITY AND EFFECTIVENESS IN ITS AREAS OF RESPONSIBILITY. UNDER THE CIRCUMSTANCES IT WILL PERHAPS BE NECESSARY FOR AN EVOLUTIONARY PROCESS TO TAKE PLACE. A SATISFACTORY SOLUTION CAN ONLY COME OUT OF THE GIVE AND TAKE OF THE NEGOTIATING PROCESS."

B) REVISE PARA 6 AS FOLLOWS:
"WE BELIEVE THERE MUST BE A WITHDRAWAL FROM TERRITORY NOW OCCUPIED BY THE TURKISH SIDE. HOWEVER, SINCE THE TURKISH CYPRIOTS ARE MOSTLY AGRARIAN AND HAVE TRADITIONALLY OWNED A LARGER SHARE OF THE LAND, WE DO NOT BELIEVE IT IS POSSIBLE TO MAKE A MECHANICAL FORMULA EQUATING POPULATION WITH LAND TENURE. WE HAVE AMPLE REASON TO BELIEVE THAT THE TURKISH CYPRIOTS WILL APPROACH THIS PROBLEM WITH FLEXIBILITY AND A DESIRE TO REACH A SOLUTION. THEIR RECENT PROPOSALS FORM A STARTING POINT FOR DISCUSSION."

C) REVISE PARA 7 AS FOLLOWS: "THE THIRD ISSUE IS VAROSHA. WE BELIEVE THE PARTIES CAN ACHIEVE AN AGREED SOLUTION AS LONG AS FLEXIBILITY EXISTS. WE UNDERSTAND THAT THE TURKISH CYPRIOTS ARE NOT RIGID ABOUT THE POLITICAL STATUS OF VAROSHA AND ARE OPEN TO CONSIDERATION OF VARIOUS ALTERNATIVES ONCE THE INTER-COMMUNAL TALKS ARE RESUMED."

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3. COMMENT. IF DEPARTMENT WISHES TO USE STATEMENT ALONG LINES TRANSMITTED REFTEL B REVISED AS ABOVE, I BELIEVE THAT, WHILE THE TURKS WILL NOT BE HAPPY (OKCUN ALSO OBJECTED TO IDEA IN PARA 3 OF THE U.S. "INFLUENCING THE PARTIES TOWARDS MORE NEGOTIABLE POSITIONS"), THEY WILL ACCEPT IT. I MADE CLEAR TO OKCUN THAT I UNDERSTOOD HIS POINT THAT A PUBLIC U.S. STATEMENT WHICH WOULD EXCLUDE VAROSHA STAYING UNDER TURKISH CYPRIOT JURISDICTION WOULD PREJUDICE THEIR NEGOTIATING POSITION BUT THAT HE SHOULD BE UNDER NO ILLUSION THE UNITED STATES BELIEVED THAT VAROSHA SHOULD BE RETURNED TO GREEK CYPRIOT JURISDICTION AND WE FELT IT WAS A TACTICAL MISTAKE NOT TO MAKE THIS CLEAR AT THE OUTSET. OKCUN OBSERVED IF IT WERE POSSIBLE TO NEGOTIATE A "FEDERAL TERRITORY" IN THE AREA NOT UNDER THE JURISDICTION OF EITHER COMMUNITY, THERE SHOULD BE NO BASIS FOR AMERICAN OBJECTIONS. I REITERATED THAT WE DID NOT BELIEVE THEIR PRESENT PROPOSAL THAT GREEKS RETURN TO VAROSHA UNDER TURKISH JURISDICTION WAS EITHER REASONABLE OR WORKABLE. OKCUN SAID ONLY "PLEASE DO NOT TELL THE GREEKS." I REMINDED HIM THAT OUR PRINCIPAL INTERESTS WERE TO GET THE REPEAL OF THE EMBARGO APPROVED IN THE CONGRESS AND TO SECURE A RESUMPTION OF INTER-COMMUNAL NEGOTIATIONS; WASHINGTON WOULD NO DOUBT JUDGE THE NEEDS OF OUR CONGRESS-

IONAL PRESENTATIONS IN THE LIGHT OF THEIR CONTRIBUTION TO
THESE TWO ENDS.
SPIERS

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